THE MANITOBA SUPPORTED EMPLOYMENT INFRASTRUCTURE REVIEW

HIGHLIGHTS REPORT

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Members of the Provincial Joint Committee set the study terms of reference, oversaw the work of the consultants throughout all phases of the Review, and participated in the planning of the Supported Employment Workshop and the development of the study questionnaires. They reviewed the study findings as a precursor to the development of related conclusions and recommendations. Their commitment to both the Review process, and the final reports, is greatly appreciated.

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ORGANIZATIONS REPRESENTED AT THE SUPPORTED EMPLOYMENT WORKSHOP: OCTOBER, 2000

RESPONDENTS TO THE DEVELOPMENT OF THE SUPPORTED EMPLOYMENT REVIEW SERVICE PROFILE

I) BACKGROUND:

Briefly stated, ***Supported Employment*** services help adults with disabilities find, attain and retain employment. They can encompass a broad range of employment-related services and supports, and can serve individuals experiencing a broad range of disabilities, including disabilities of a physical or intellectual nature, learning disabilities, and/or mental health problems.

This document presents the highlights of the ***Manitoba Supported Employment Infrastructure Review***, sponsored by the Manitoba Departments of **Education, Training and Youth**; **Family Services and Housing**; and **Health**. While the Review was undertaken on behalf of these three departments, it is acknowledged that **Regional Health Authorities** and **Human Resources Development Canada** through its **Opportunities Fund**, have an integral role in the provision of Supported Employment Services in Manitoba, and will need to be involved in subsequent discussions.

Kaplan and Associates was engaged to undertake the Supported Employment Review.

1.1) The Goal Of The Supported Employment Review:

The goal of the Supported Employment Infrastructure Review:

To develop options for the provision of supported employment services within existing resource levels.

1.2) Related Objectives Of The Supported Employment Review:

From this goal seven related objectives were developed by the Provincial Joint Committee:

- To develop a mutually agreed upon description of the role and definition of *Supported Employment*, including a description of how supported employment fits within the context of programs delivered by Manitoba Health; Family Services & Housing; and Education, Training and Youth.

- To identify effective practices for the delivery of supported employment programs based on a review of existing literature and information gathered in the program review.

- To develop a framework outlining the roles and responsibilities of the stakeholders (including the government departments involved) related to clients served and responsibility for funding.

- To provide options for all government departments on service delivery models for supported employment including funding models and the roles and responsibilities of the Departments.

- To develop criteria for the approval of new program proposals to deliver services.

- To develop standards for overall project management and client services to be adopted by supported employment service providers and used by the funders in the renewal of projects and/or determining funding adjustments.

- To develop a model for the ongoing evaluation of programs including accountability requirements for all programs based on established criteria.

II) METHODOLOGY:

There were six distinct activities associated with this engagement:

1) Undertaking a Supported Employment Literature Review

62) Sponsoring and carrying out a Supported Employment Review Workshop

3) Developing a definition of Supported Employment, and the activities included under this heading

4) Identifying organizations and programs providing Supported Employment services in Manitoba, based on this definition

5) Developing a profile of the Supported Employment services being provided to Manitobans with disabilities, and the numbers of individuals being served

6) Reviewing Manitoba's Supported Employment infrastructure

The Format Of The Highlights Report:

The ***Highlights Report*** is divided into three sections: a brief profile of service participants and organizations; the Review findings; and suggested steps that may be undertaken following the release of the Review. Study conclusions and related recommenda-tions are incorporated into the text. The ***full technical report*** contains the review methodology, technical notes, complete study findings, and appendices. Throughout this report reference is made to ***Departments***. This denotes the three Provincial Departments funding Supported Employment services.

III) SERVICE PROVISION PROFILE:

3.1) Types Of Disabilities Participants Experience:

Most organizations work with individuals with more than one type of disability or condition (Figure 1). The most frequent disabilities or conditions included mental health problems (92.3%), intellectual or cognitive disabilities (84.6%), and learning disabilities (73.1%). *(Note: there is no indication that participants' 'mental health problems' were formally diag-nosed, or were based on DSM criteria. There is also no indication regarding the number of participants with this problem in each of these organizations.)*

Figure 1 The Types Of Disabilities With Which Organizations Are Involved

(N=26. Multiple responses are allowed.)

Disabilities or conditions reported by a moderate number of respondents included Cerebral Palsy, hearing impairments or deaf, FAS/FAE, head injuries or neurological disorders, and impaired vision/blind. When respon-dents were asked to identify the primary and secondary types of disabilities their program participants experience, almost all identified mental health problems (92.4%), followed by intellectual or cognitive disabilities (60.7%).

CONCLUSIONS:

- **There are very few Supported Employment participants who appear to solely have physical disabilities. Where physical disabilities exist, they**

often appear in combination with either mental health problems or intellectual disabilities.

- **Given the range and combination of disabilities service participants experience, it is concluded that these participants will also range widely in terms of the complexity of their needs, and the concomitant demands they place on organizations providing Supported Employment services.**

3.2) Location Of The Organizations:

Organizations participating in this component of the Review were relatively evenly divided between urban and rural locations (53.8% and 46.2%, respectively). The majority of all service recipients received services from urban organizations (6,210) compared with the rural organizations (1,744). The same is true regarding the number of Supported Employment participants: 1,163 working with urban organizations and 548 working with rural organizations.

CONCLUSION:

- **The delivery of Supported Employment services is both a rural and urban undertaking. However, it is assumed that the factors affecting service delivery in each type of area (such as economic development, employment opportunities for the general population, and support services for organizations providing Supported Employment) will have an impact on their ability to achieve their service objectives.**

3.3) Defining Supported Employment Services, And The Activities Subsumed Under This Heading:

A Proposed Definition:

From the Literature Review, there are four elements that tend to define Supported Employment services. These include: paid employment; an integrated community worksite, the service is provided for persons with disabilities; and there is long-term support.

The following definition of Supported Employment in Manitoba has been developed as part of the Supported Employment Infrastructure Review, and is consistent with national and international practices:

Supported Employment Programming provides services to individuals with disabilities that are directly related to their locating, attaining and/or retaining employment. Employment, within the context of this definition, entails at least the equivalent of minimum wage remuneration.

Supported Employment Programs should meet the following criteria:

- ***They find, locate and/or facilitate employment opportunities in the community, in integrated worksites;***

- ***They encourage the personal development and advancement of the individual;***

- ***They incorporate a person-driven and person-centred process; and***

- ***They have the capacity to provide ongoing and flexible levels of support to participants in the workplace.***

The Areas Of Practice:

The six established areas of practice related to Supported Employment services include:

- ***Pre-Employment Services***
- ***Job-Finding/Job Development***
- ***Job-Site Preparation, Adaptation and/or Accommodation***
- ***Job Entry and Orientation***

- ***Job Training and Support***
- ***Fade-Out and Follow-Up***

The large majority of the organizations that participated in the Supported Employment Review reported providing six areas of practice (Figure 2).

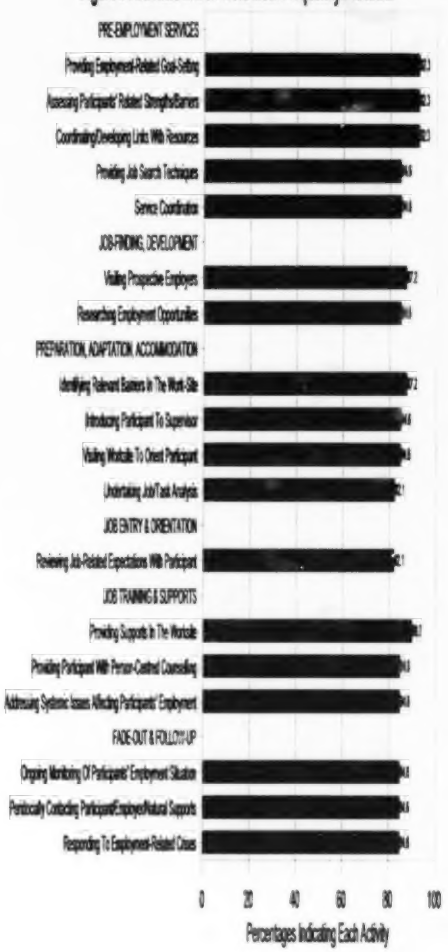
Figure 2 Which Areas Of Practice Do These Organizations Deliver?

(N=26)

Related Activities:

There were fifty activities defined for Supported Employment, based in part on information gathered through the Workshop and the Literature Review. The large majority of organizations involved in this review reportedly provide each of these activities. In fact, there were eighteen activities delivered by over eighty percent of the organizations in this Review (Figure 3).

Figure 3 Activities Which Were Most Frequently Provided


PRE-EMPLOYMENT SERVICES
Providing Employment-Related Goal-Setting
Assessing Participants' Related Strengths/Barriers
Coordinating/Developing Links With Resources
Providing Job Search Techniques
Service Coordinator
JOB-FINDING, DEVELOPMENT
Visiting Prospective Employers
Researching Employment Opportunities
PREPARATION, ADAPTATION, ACCOMMODATION
Identifying Relevant Barriers In The Work-Site
Introducing Participant To Supervisor
Visiting Worksite To Orient Participant
Undertaking Job/Task Analysis
JOB ENTRY & ORIENTATION
Reviewing Job-Related Expectations With Participant
JOB TRAINING & SUPPORTS
Providing Supports In The Worksite
Providing Participant With Person-Centred Counselling
Addressing Systemic Issues Affecting Participants' Employment
FADE-OUT & FOLLOW-UP
Ongoing Monitoring Of Participants' Employment Situation
Periodically Contacting Participant/Employer/Natural Supports
Responding To Employment-Related Crises
0 20 40 60 80 100
Percentages Indicating Each Activity

(N=39)

CONCLUSION:

- **Given the high level of consensus regarding the proposed definition of Supported Employment, and given the extent to which organizations**

providing Supported Employment services are providing each of the six areas of practice and the fifty prescribed activities identified through the Review, and given the

relatively small number of 'other' services being provided under the auspices of Supported Employment programming, these definitions and activities appear to fairly describe Supported Employment services in Manitoba.

3.4) Location Was Not A Factor In This Question:

The range of Supported Employment services being provided by organizations in this Review did not vary, regardless of whether they were located in rural or urban areas of Manitoba. Of the fifty related activities identified for this study, rural organizations reported providing an average of 38.9 activities, while urban organizations reported providing an average of 37.6 Supported Employment activities.

3.5) Other Employment-Related Services Being Provided:

Supported Employment services are one of a series of employment-related activities delivered by the organizations that participated in the Infrastructure Review. Ten areas of additional related services were also indicated by respondents, including:

- Lifeskills development
- Job search and placement
- Education and training
- The provision of general supports
- Transition planning and facilitation
- Employment programs
- Job search skill development
- Vocational assessment and planning
- Other skills development
- Administrative and support functions

CONCLUSIONS:

- **Service providers appear to provide a number of additional employment-related activities outside the context of Supported Employment. In many cases, Supported Employment appears to be one aspect of a full range of employment-related activities delivered by these service providers.**

- ***Lifeskills Development* is a primary additional service identified by service providers. However, it is the view of the Supported Employment Provincial Joint Committee that Lifeskills Development can be a legitimate component of Pre-Employment services, assuming that it is designed to lead to employment.**

RELATED RECOMMENDATIONS:

1) That all Departments adopt the definition and descriptors of Supported Employment developed through the Supported Employment Infrastructure Review. This would include the six areas of practice established through the Review, and the related activities subsumed by the areas of practice.

2) That Lifeskills Development should be recognized as a component of Pre-Employment service. These activities would be time-limited in nature. They would also be specifically designed to help program participants access paid and integrated employment.

IV) SETTING STANDARDS FOR THE DELIVERY OF SUPPORTED EMPLOYMENT SERVICES:

4.1) Estimated Duration Of Services:

Respondents were asked to estimate the average duration of services, in months, required by participants, based on three levels of need: low intensity, moderate

intensity, and a high level of intensity. This process was related to each of the six areas of practice subsumed by Supported Employment. As Table 1 illustrates, the number of hours estimated was highest, across the

Table 1) Months Of Supported Employment Services Required By Participants' Levels Of Need

Areas Of Practice	Few Supports	Moderate Supports	Extensive Supports
Pre-employment services	1.5/1.0	3.7/2.3	5.3/3.0
Job finding, carving and/or developing	2.0/1.25	3.4/3.0	5.8/5.0
Job-site preparation/adaptation/accommodation	1.2/1.0	2.1/1.3	3.3/2.0
Job entry and orientation	0.8/1.0	1.5/1.0	2.0/1.0
Job training and supports	1.2/1.0	2.7/2.0	5.3/6.0
Follow-up services	4.1/3.0	10.2/7.5	13.1/12.0

The first number in each cell represents mean responses, the second number represents median responses.

categories, for follow-up services and job finding, carving and developing. They were lowest for job entry and orientation and job-site preparation, adaptation and accommodation. The estimated duration of service increased with the supports required by participants.

The total average duration of services for participants requiring few supports was 8.2 months, the average duration for participants requiring moderate supports was 19.5 months, and the average duration for participants requiring extensive supports was 25.9 months. Not all respondents could answer this question. Several of these noted that follow-up services would be ongoing for their program participants.

There was an extensive degree of variability of responses provided within each cell. This is reflected through variable median responses and high standard deviations.

4.2) Estimated Hours Of Service:

Using a similar process and format, respondents were asked how many hours of service participants would require, based on the level of supports required (Table 2). Across all support categories, the highest average number of hours related to follow-up services; pre-employment services; and job finding, carving and developing. The lowest average number of hours estimated related to job entry and orientation and job-site preparation, adaptation and accommodation.

For participants requiring few supports, the total average estimated hours of Supported Employment services was **82.4**. For those requiring moderate supports the total average number of hours required was **181.5**. For participants requiring extensive supports, it was estimated they would require an average of **411.6** hours of Supported Employment services. There was exten-sive variability of responses regarding hours of service, within each cell.

Table 2) Hours Of Supported Employment Services Required
By Participants' Levels Of Need

Areas Of Practice	Few Supports	Moderate Supports	Extensive Supports
Pre-employment services	18.0/9.0	62.2/27.0	110.0/40.0
Job finding, carving and/or developing	22.5/8.0	37.3/16.0	89.6/20.0
Job-site preparation/adaptation/accommodation	8.0/4.0	13.5/8.0	26.3/10.0
Job entry and orientation	5.1/4.0	11.0/5.5	27.4/8.0
Job training and supports	15.3/12.0	36.1/22.0	75.8/30.0
Follow-up services	23.9/13.5	35.1/22.0	117.1/32.0

The first number in each cell represents mean responses, the second number represents median responses.

CONCLUSIONS:

- **An important factor in analyzing the potential utility of these findings, regarding the duration and hours of Supported Employment services prescribed within these two frameworks, is their *internal consistency*. It is the view of the Joint Provincial Committee that there is a logical range of responses to these findings, based on the complexity of Supported Employment participants' situations, for each of the six areas of practice.**

- **The duration and hours of service, estimated for each area of service delivery, and across the three levels of participant need, constitutes the first steps in setting standards for service delivery on one hand, and the process of establishing caseweights* on the other.**

- **There are three limitations related to these findings. First, the information is subjective in nature in that it is not based on empirical data. Second, the information is not definitive, in that a number of respondents to this process were not able to complete these questions, or provided a range of responses within individual cells. Third, there was a wide range of responses to this question, across respondents, which is demonstrated through the extensive variations between the mean and median results.**

RELATED RECOMMENDATIONS:

3) That the Departments work with service providers to review this information to determine the applicability of the duration of Supported Employment services, and hours of service, provided in this report. A secondary goal of these meetings could be the establishment of caseweights that reflect the amount and types of organizational

* ***Caseweights*** represent a measure of the amount of time and resources that are required by service participants based on the nature of the services they receive, the complexity of their situations, and other characteristics. High caseweights are indicative of participants who require more service and organizational or programmatic resources than other participants. Caseweights are generally incorporated into ***workload processes***.

resources required for program participants receiving Supported Employment services.

4) Developing guidelines for service delivery involving participants with a vast range of needs is a long-term process requiring extensive consultation and negotiation between the funders and service providers. As a result, it is recommended that the Departments communicate the following points to their funded agencies:

- ***That there is recognition regarding the subjective nature of these standards;***

- ***That there is recognition of the need to be flexible in the application of any standards developed through this process; and***

- ***That any guidelines developed regarding hours and duration of Supported Employment services will be subject to periodic review.***

V) A HUMAN RESOURCE PROFILE OF SUPPORTED EMPLOYMENT SERVICES, AND STAFF TRAINING REQUIREMENTS:

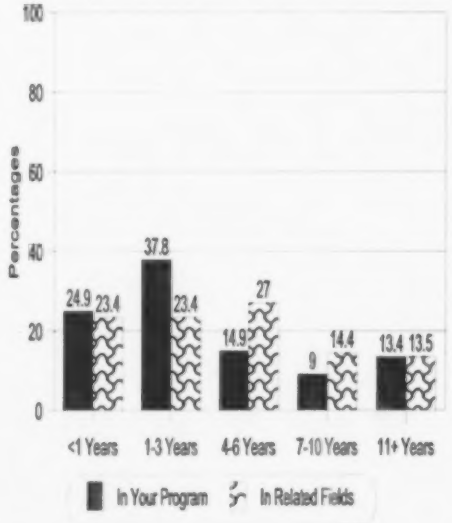
5.1) Number Of Employees:

Organizations in the Review reported 111 FTEs providing Supported Employ-ment services. Of these, 86.25 (77.7%) were direct service workers, while 24.75 positions (22.3%) were filled by those providing indirect services. On average, each organization employed 4.3 individuals in Supported Employment, with 3.3 of these being direct service workers, and 1.2 of these being involved in indirect services.

5.2) Tenure In The Field:

The majority of their employees (62.5%) had been employed by respondents under 4 years. Just under half of the employees working in Supported Employment services (46.8%) had been employed in this field had also been employed under 4 years. (Figure 4).

Figure 4 For How Many Years Have Your Employees Worked For You & In This Field?



(N=26)

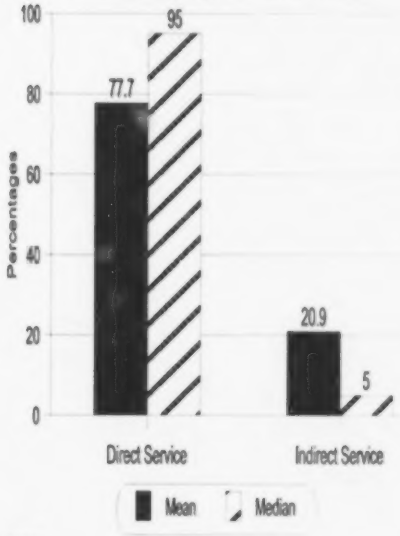
5.3) A High Employee Turnover Rate Was Reported:

On average, respondents reported an annual turnover rate of 77.7% regarding direct employees, and 20.9% of their indirect service employees (Figure 5). This varied by location, with rural organizations reporting a higher turnover rate than urban organizations.

5.4) Turnover Rates Have A Negative Impact:

Given reported turnover rates, it is not surprising that respondents reported a negative, or very negative impact as a result. This included problems with

Figure 5 What Is Your Organization's Annual Employee Turnover Rate?



(N=26/23)

program and participant continuity, and ongoing requirements for employee orientation and training.

5.5) Respondents' Solutions For Turnover Rates Generally Linked To Funding:

Most respondents felt that rates of employee turnover could be resolved by increasing funding for salaries, improved benefits, more stable funding, or greater job security.

CONCLUSIONS:

- **High rates of staff turnover negatively affects the ability of organizations providing Supported Employment services to achieve their related goals and objectives. This is most clearly highlighted by virtue of the percentage of staff with limited experience in the field, and the negative impact of turnover identified by respondents to this study.**

- **There appears to be a relationship between high staff turnover rates and the limited experience of employees in this field. Turnover is more of a problem for the rural organizations in this study. Many of the deterrents to staffing stability appear to relate to funding levels and models.**

5.6) Most Employees Have Received Training Or Education:

On average, respondents reported that 71.3% of their employees providing Supported Employment services had received related training. Respondents employed by urban organizations were twice as likely as their counterparts to report their employees had received this training (89.8% compared with 47.7%).

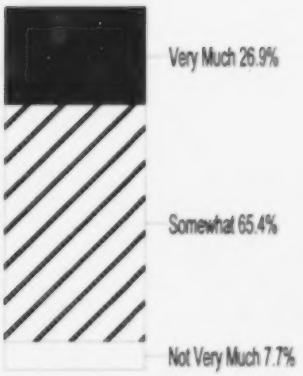
Twenty-six training topics were identified. Those reported by more than one respondent included non-violent crisis intervention; mental health topics; counselling skills; job development skills; interviewing, assessment and interpersonal skills; CPR/First Aid; marketing; and empowerment.

5.7) Most Respondents Felt Employees Required More Training:

About twenty-seven percent of respondents felt their employees very much required additional training regarding Supported Employment services, while 65.4% believed that they somewhat required this training (Figure 6).

Respondents from rural organizations were somewhat more likely to feel their employees very much required training. Primary training needs included: information about disabilities (41.7%), counselling skill development (33.3%), crisis intervention (25.0%), marketing skill development (25.0%), assessment skill development (25.0%), and computer/ research skills development (25.0%).

Figure 6 Do Your Employees Require Additional Training In S.E.?



(N=26)

CONCLUSIONS:

- **Most employees providing Supported Employment in urban areas receive related training, compared with only half of those working for rural organizations.**

This may be the result of a lack of training resources in rural areas, combined with the costs of transporting staff to urban areas for training.

- **There may be a correlation between rates of staff turnover reported by rural organizations and the lack of training opportunities for these individuals.**

RELATED RECOMMENDATIONS:

5) That examination of the reasons for high staff turnover be undertaken. Some of the factors that should be investigated as possible causes of staff turnover would include training, salaries, benefits, administrative support, and supervision.

6) That multi-year agreements be implemented. Longer term agreements would allow organizations to undertake longer term planning processes. In addition, it is recommended that organizations receive earlier notice of their funding renewals.

7) That the provision of training for all employees of Supported Employment services be a high priority of the Departments.

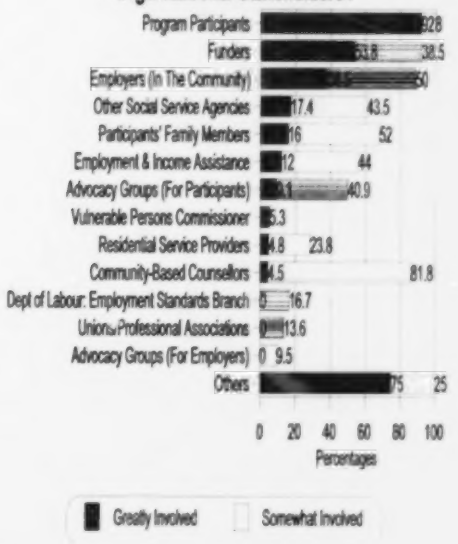
Particular attention should be given to providing or facilitating training for employees of the rural organizations.

VI) STAKEHOLDER INVOLVE-MENT IN SUPPORTED EMPLOYMENT SERVICES:

Respondents identified a wide range of stakeholders of their Supported Employment services. Prominent among these, in ranked order, were program participants, funders, employers in the community, participants' family members, Employment and Income Assistance, Employment Standards, and other social service agencies.

When it came to stakeholders with a direct impact on the services that are delivered, three were prominent: program participants, funders, and employers in the community (Figure 7).

Figure 7 How Involved Are Your Organizational Stakeholders?



(N=26, 26, 26, 23, 25, 25, 22, 19, 21, 22, 24, 22, 21, 4)

VII) IMPROVING INTER-DEPARTMENTAL COORDI-NATION; ENHANCING RELATIONSHIPS BETWEEN SERVICE PROVIDERS AND THE DEPARTMENTS:

7.1) Funding Sources:

Most Organizations Receive Funds Specific To Supported Employment:

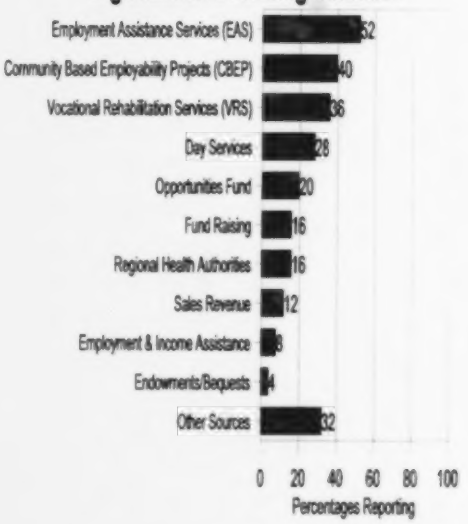
Almost all organizations reported that every aspect of their Supported Employment services receive external funding. Ten percent of the organizations reported that Community-Based Job Finding, Carving or Developing services are not funded externally.

Sources Of Supported Employment Funding:

There are seven primary funding sources for Supported Employment services: Employment Assistance Services (EAS), Community Based Employability Projects (CBEP), Vocational Rehabilitation Services (VRS), Day Services, Opportunities Fund (HRDC), the Regional Health Authorities (RHAs) and Employment and Income Assistance (EIA). In addition, organizations can raise additional funds through fund-raising activities, sales and endowments or bequests.

The largest percentage of respondents reported receiving funding from EAS, followed by CBEP, VRS, Day Services, the Opportunities Fund, RHAs, and EIA (Figure 8). In addition, 16.0% of all respondents reported that their organizations carried-out fundraising activities related to Supported Employment, 12.0% reported raising funds through sales, and 4.0% (n=2) raised funds for this service through endowments and bequeathments.

Figure 8 What Are Your Organization's Funding Sources?



(N=25. Multiple responses are allowed.)

There was variation in responses by location. Rural organizations were more likely than urban organizations to be funded through CBEP and Day Services, urban organizations were more likely than rural organizations to be funded through RHAs.

While fundraising and endowments and bequeathments represented only 8.5% and 3.3% of the budgets of organizations undertaking these activities, the three organizations reporting sales revenue stated that this activity represented an average of 29.3% of their related budgets.

A Number Of Different Funding Sources Were Identified:

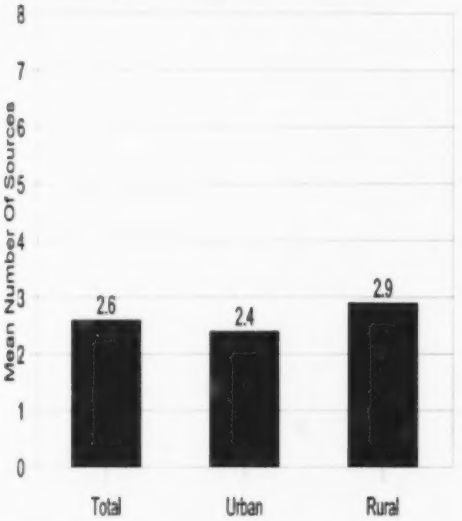
Overall, organizations reported 2.6 funding sources for Supported Employment. Rural organizations reported an average of 2.9 funding sources, while urban organizations reported 2.4 sources. Six organizations reported a single funding source. Seven organizations reported four or more funding sources (Figure 9).

It Is Generally An Advantage To Have Multiple Funding Sources:

Most respondents felt that having multiple funders was either a positive or neutral factor for their organizations. Respondents from urban organizations were more likely to feel that having multiple funding sources was an advantage (Figure 10).

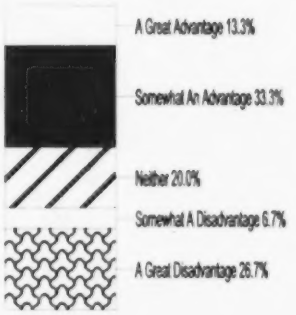
Some respondents felt that multiple funders allowed organizations more flexibility and diversification; and that it reduced their vulnerability, in the event that one funding source disappears. Among respondents who felt it was a disadvantage, they noted that it leads to inconsistent standards and expectations; and that it leads to more work as they complete multiple and varied reports.

Figure 9 How Many Funding Sources Were Reported? Aggregate And By Location



(N=25, 13, 12)

Figure 10 If You Have Multiple Funders, Is This An Advantage Or Disadvantage?



(N=15)

CONCLUSION:

- **The majority of these respondents felt that having multiple funding sources was either an advantage to their organizations, or a neutral factor. Those that felt it was an advantage cited the increased security of having more than one funder on whom they could rely for support. This view was more prevalent among representatives of the urban organizations. For rural organizations, disadvantages appear to relate to a lack of coordination among the funders. Rural organiza-tions were more likely to have multiple funding sources, although the reason for this is not apparent through this study.**

7.2) Service Purchase Agreements And Contracts:

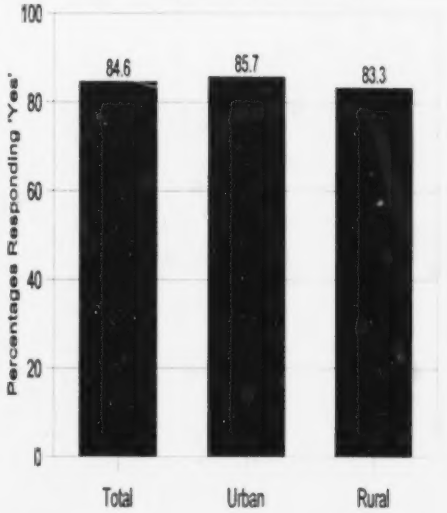
Most Organizations Have Written Agreements Or Contracts With Funders:

Most organizations have written Service Purchase Agreements or Contracts with their funders. There was no variation in this response by location (Figure 11).

Organizations were most likely to have Agreements or contracts with Education, Training and Youth (50.0%), and Family Services and Housing (50.0%). Another 18.2% of the organizations with a written Agreement reported having one through Opportunities Fund, and 9.1% (n=2) had Agreements with Manitoba Health.

There was some variation in these findings by location. Urban organizations were more likely to have the agreements through Education, Training and Youth, while rural organizations were more likely to have the Agreements through Family Services and Housing.

Figure 11 Does Your Organization Have A Written Agreement Or Contract?



(N=26, 14, 12)

CONCLUSION:

- **Not all service providers have written Service Purchase Agreements or Contracts with each of their funders.**

Assessing The Completeness Of The Information Contained In The Agreements or Contracts:

As an informal standard, it was determined that Service Purchase Agreements or Contracts should contain five types of information:

- Expected service outcomes for Supported Employment services programming
- Who the organization's primary government contact is
- Whether organizations are required to submit regular reports
- The frequency with which reports must be submitted

- What information should be included in reports

The eleven organizational representatives with Service Purchase Agreements with Education, Training and Youth all reported that this information was present in their Agreements. The same was mostly true with regard to the eleven respondents whose organizations have agreements with Family Services and Housing.

Exceptions regarding this second group related to information about the primary government contact (with 90.0% of the Agreements containing this information), the frequency with which reports are required (81.8%), and the information to be included in reports (81.8%). Just over half of these respondents reported that expected Supported Employment outcomes were identified in their Agreements or Contracts. The Service Agreements provided through Health and HRDC were less complete.

CONCLUSION:

- **Not all Service Purchase Agreements or Contracts contained the five areas of information reviewed through this study. Agreements or Contracts were more complete for some Departments than others.**

Advantages Of Having A Service Agreement:

Several advantages to written Service Agreements or Contracts were identified by respondents. This included establishing clear expectations regarding funding, service provision, and outcomes; they can serve as planning documents; they add credibility to organizations; and they provide them with a sense of stability as well.

Disadvantages Of Having A Service Agreement:

Several disadvantages regarding Service Agreements or Contracts were noted, including the feeling that the funding terms (i.e. one year duration) were too restrictive; changes in service delivery must be formally renegotiated with the funder; they can be insufficient in scope; and they create additional paperwork and workload demands for the organizations.

CONCLUSION:

- **Concerns regarding the workload demands that result from multiple Service Purchase Agreements or Contracts tended to relate to inconsistencies in the standards they apply, and reporting requirements.**

7.3) Submitting Reports:

How Many Funders Receive Reports?

About half of all respondents submit reports to multiple funders, with 16.6% submitting reports to three or four funders (Figure 12). Of the remainder, just under half submit reports to one funder. Urban organizations were more likely to submit reports to one funder than were rural organizations.

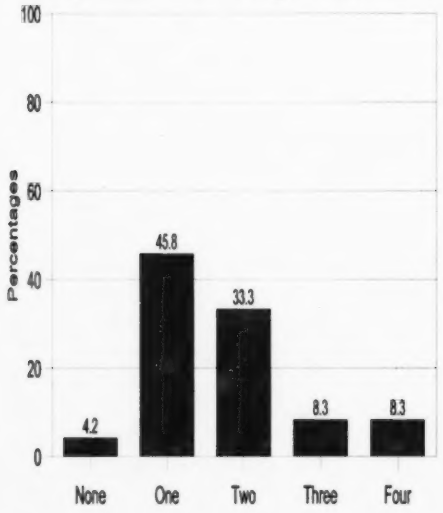
Are Different Types Of Reports Submitted?

Almost eighty percent of all respondents who submit reports to funders (77.8%) submit different types of reports (Figure 13).

How Many Reports Are Submitted?

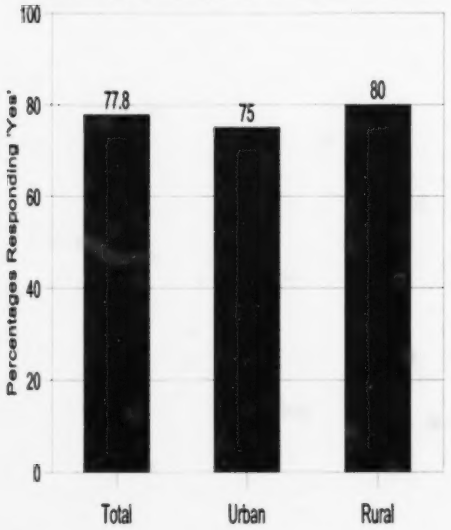
Organizations that submit reports to their funders submit an average of 17.2 reports annually (Figure 14). This ranges from an average of 15.3 reports for urban organizations to 19.9 reports for rural organizations. All of the organizations that submit reports submit a total of 327 reports to their funders,

Figure 12 To How Many Funders Do Organizations Submit Regular Reports?



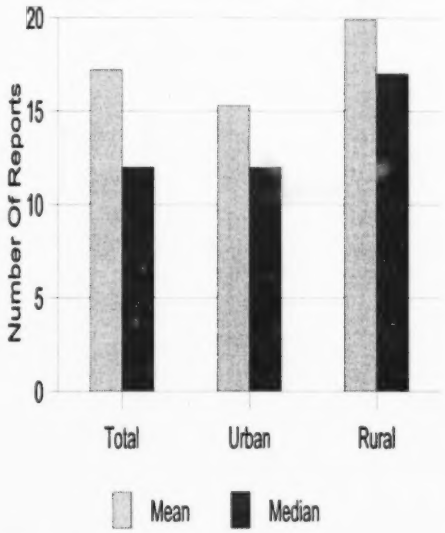
(N=24)

Figure 13 Are You Required To Prepare Different Types Of Reports For Different Funders?



(N=18, 8, 10)

Figure 14 How Many Reports



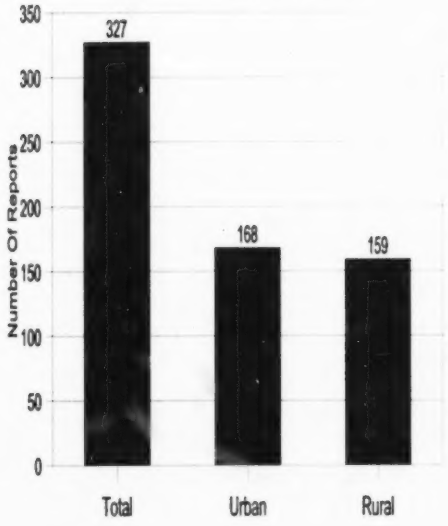
(N=19, 11, 8)

annually. This includes 168 reports from urban organizations and 159 reports from rural organizations (Figure 15).

What Information Is Contained In These Reports?

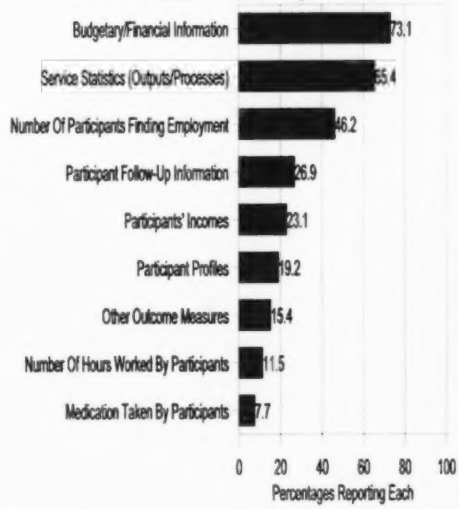
Using an open-ended format, respondents were asked to indicate the types of information they include in reports to their funders. The largest percentage of respondents provide budgetary and other financial information, followed by those which provide service statistics, and the number of participants finding employment during the reporting period.
Other types of information included participant follow-up information, participant incomes, participant profiles, other outcome measures, the number of hours worked by participants, and

Figure 15 Total Number Of Reports Submitted Annually To Funders



(N=19, 11, 8)

Figure 16 What Information Do Respondents Provide In Their Reports?



(N=26)

medication taken that might impact participants' employability (Figure 16).

CONCLUSION:

- **The existence of multiple funders, with varied expectations and Service Purchase Agreements or Contracts, has led to the proliferation of reports being completed by service providers. As a result, a redundant and cumbersome process of report generation has developed. This includes varied information being included in reports to varied funders.**

Do Funders Provide Feedback On Reports?

The largest percentage of respondents reported that their funders sometimes provide feedback on the reports they submit. Another twenty percent reported that funders rarely provide feedback, 16.7% report that funders frequently provide feedback, and 16.7% report that funders never do so. These findings do not vary by location (Figure 17).

7.4) Would Organizations Benefit Through Improved Coordination Among Their Funders?

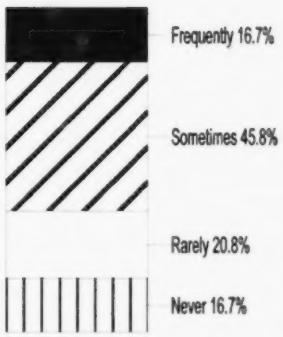
Should Funders Be Better Coordinated?

All but one respondent reported that they would benefit, at least somewhat, through improved coordination among the funders. Almost three-quarters of these felt that they would greatly benefit in this respect (Figure 18). There was little variation of response by location.

What Would Be The Advantages Of Improved Coordination?

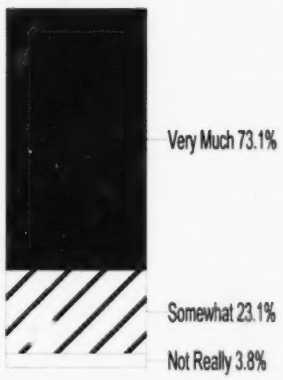
Seven benefits to improved coordination were identified by respondents, through an open-ended question. Primary

Figure 17 Do You Receive Feedback From Your Funders Based On Your Reports?



(N=24)

Figure 18 Would Service Providers Benefit From Improved Coordination Among Funders



(N=26)

among these was a sense that it would lead to increased consistency regarding criteria for funding, performance measures, participant eligibility, and funding periods (identified by 62.5% of all respondents).

The second most frequently noted advantage was that organizations would save time through reduced duplication regarding the time and resources required to complete reports. Several respondents also felt that improved coordination would allow the departments to better use their time, and to enter into cost-sharing arrangements.

Other comments related to the hope that better coordination would lead to more dollars for service delivery, that there would be more emphasis on program participants, that there would be better regional representation, and improvements to service delivery (Figure 19).

Figure 19 Respondents' Comments About Improved Coordination Among Funders

(N=24. Multiple responses are allowed.)

Operationally, improving coordination among the Departments, and increasing consistency, would entail the development of a consistent set of funding criteria, performance measures and indicators, service agreements or contracts, and reporting requirements. In terms of the final point, the optimum solution would be one report format for all Departments.

CONCLUSION:

- **Respondents generally feel that the processes of being accountable to their funders requires excessive time, energy and costs for their organizations. Their solution is not necessarily reducing the number of funders to which they report, but streamlining and consolidating reporting and accountability processes, and increasing consis-tency across the Provincial Departments funding Supported Employment services. This includes processes for information retrieval and reporting, standards by which services are evaluated, and their Service Purchase Agreements or Contracts.**

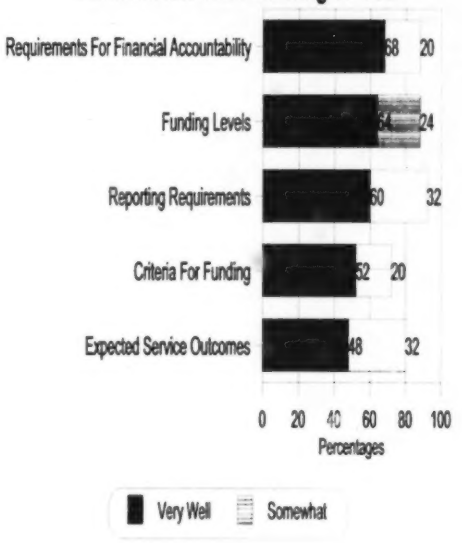
7.5) Evaluating Communication With, And Support From, Funders:

What Information Do Funders Currently Communicate?

Respondents were asked whether their funders have communicated five types of information to them: expected service outcomes, funding levels, criteria for funding, reporting requirements, and requirements for financial accountability. Respondents were most likely to report that their funders communicate requirements for financial accountability very well, followed by funding levels, and reporting requirements (Figure 20).

When it came to communicating criteria for funding, about half of all respondents

Figure 20 Overall, How Well Do Funders Communicate The Following To You?



(N=25)

felt this was very well done, and less than half felt that expected service outcomes were very well communicated. There were some variations to these findings by location.

When respondents expanded upon their views, comments fell in three categories: respondents who felt that communication is currently quite clear, those who felt that more attention is required regarding what information is provided, and that more clarity is required regarding the information that is communicated.

CONCLUSION:

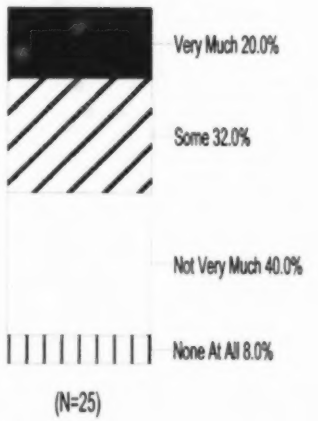
- **Funders were inconsistent when it came to how well they communicated with the organizations they fund, regarding financial accountability, funding levels, reporting requirements, criteria for funding, and expected service outcomes.**

7.6) The Provision Of Non-Financial Supports From Funders:

How Much Non-Financial Support Is Received From Funders?

The largest percentage of respondents reported that they did not receive very much non-financial support from their funders, while one-third felt that they received some support of this nature (Figure 21). One-fifth of all respondents reported receiving substantial levels of non-financial support, while 8.0% (n=2) reported they received no such support.

Figure 21 How Much Non-Financial Support Do You Receive From Your Funders?



Urban respondents were somewhat more likely than rural respondents to feel they do not receive much of this support (46.2% compared with 33.3%). However, two respondents from rural organizations reported receiving no support at all from their funders.

What Types Of Non-Financial Support Do Respondents Receive?

Respondents were asked what types of non-financial support they received from their funders. The most frequently offered response was that funders provided them with guidance and moral support, followed by the provision of information and addressing their concerns (Figure 22).

Figure 22 Types Of Non-Financial Support Received From Funders

What Types Of Non-Financial Support Do Respondents Want To Receive?

When respondents were asked what non-financial supports they would like to receive from their funders, the primary response was support and encouragement, followed by staff training, working in partnership with agencies, and providing feedback on how their services are performing (Figure 23).

Figure 23 Non-Financial Supports Respondents Want From Funders

(N=16)

A Range Of Funding Models Exist:

There are at least six different funding models used to fund Supported Employment services. These include: fee-for-service; per diem funding; slot-based funding; funding based on clients' levels of need; block funding; and results-based funding. Often programs will use a combination of funding models (a blended funding system). Increasingly, vocational rehabilitation services are utilizing results-based funding systems.

In ***results-based funding***, funding levels might be predicated on the following outcomes: employment that is integrated and competitive, opportunities for career advancement, retention in employment, participant satisfaction, employer satisfaction, adequate compensation packages for participants, and flexibility in work schedules. Selected outcomes can vary based on populations served and service goals.

RELATED RECOMMENDATIONS:

8) That the Province of Manitoba continue the practice of maintaining multiple funding sources, through the existing three Provincial Departments, with respect to Supported Employment services.

This is consistent with national and international practices, as reflected through the findings of the Supported Employment Literature Review.

9) Consistent with the literature, and prevailing practices, it is recommended that the Departments and service providers consider the feasibility of implementing a Results-Based funding model. Results-based funding should take into account participants' varied needs and the complexity of their situations, service location, the availability of employment opportunities in local communities, and so on.

10) That part of the process of evaluating proposals regarding new Supported Employment services, and for maintaining the funding of existing services, be based on the extent to which these services include the needs of their stakeholders (i.e. participants, employers, referral sources, collaterals, etc.).

11) That the Departments, in conjunction with service providers, review the profile information currently being collected on service participants along with service

delivery processes to identify gaps and nonessential information.

12) That the Departments, in conjunction with service providers, develop a standardized form that would be used to capture essential information. This form would constitute one aspect of the reporting format.

13) That representatives of the Departments provide feedback to their funded organizations, whenever possible, regarding the information provided in their reports.

14) That the Departments develop a standardized Service Purchase Agreement or Contract to be applied to all Supported Employment services funded by the Province. Each document should include:

- *Expected outcomes for Supported Employment services*
- *Employment services programming;*
- *Who the organization's primary government contact is;*
- *Reporting requirements; and*
- *Service standards.*

VIII) ESTABLISHING PERFORMANCE MEASURES AND INDICATORS FOR ONGOING EVALUATION:

8.1) Ranking Performance Measures:

Respondents were presented with a list of 21 potential performance measures related to Supported Employment. They were asked to indicate how useful they felt that each of these would be as a means of evaluating their services (Figure 24). Based on their responses, five satisfaction measures and five service outcome measures have been identified by study respondents.

Figure 24 Ranking The Most Useful Performance Measures For Your Organization

(N=24)

CONCLUSIONS:

- **The five most useful *satisfaction measures*, identified by study respondents were:**

The degree to which employers were satisfied with their experiences,

The degree to which participants experienced increased self-esteem,

The degree to which participants feel they have participated in the planning process,

The degree to which participants feel they have an opportunity for personal development, and

The degree to which employers feel their needs have been addressed.

- **The five most useful *outcome and***

***output measures* were:**

The number of participants retaining paid employment,

The number of participants achieving paid employment,

The length of time participants remain employed,

The number of participants in integrated worksites, and

The number of participants employed in their chosen fields.

Additional Measures Were Identified:

Respondents identified additional performance measures for Supported Employment, including participant outcomes, participant satisfaction, participants' quality of life, community perceptions of the services, and service outputs.

8.2) Some Measures That Can Be Used To Define Quality Service:

While definitions of quality measures should be undertaken by service providers and funders through a process of consultation, there are some more common measures featured in the literature.

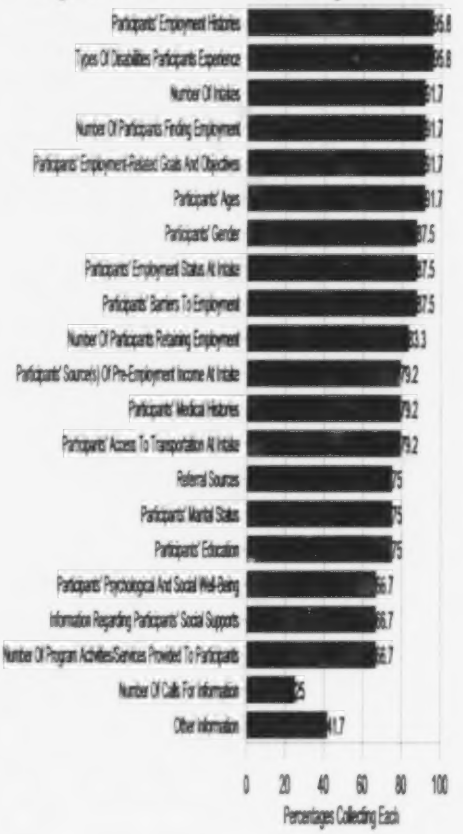
These include: program participants being employed in jobs that they enjoy, and at which they are proficient; participants being employed in the community; participants having opportunities for career planning; participants being respected by their co-workers; participants having the opportunity to learn new skills; and participants becoming more economically self-sufficient. Service delivery should be based on sound planning, with a focus on participant self-determination and empowerment. These measures are consistent with many of the tenets of a ***results-based*** funding process.

8.3) Service Evaluability:

Availability Of Information:

Almost all respondents reported collecting information regarding Supported Employment services participants. A wide range of participant characteristics and service data is collected (Figure 25). Prominent among these were: participants employment histories, types of disabilities experienced by participants, number of intakes,

Figure 25 What Information Is Being Collected?



(N=24)

number of participants finding employment, participants' employment-related goals and objectives, participants' ages, participants' gender, participants' employment status at intake, and participants' barriers to employment.

Data Were Most Often Stored On Paper:

While all respondents reported storing this information on paper in participants' files, only 58.3% indicating using a computer hard drive for this purpose.

Respondents working in urban organizations were much more likely to report storing information in computers than were those from rural organizations (78.6% compared with 30.0%).

CONCLUSIONS:

- **While it is true that a large amount of information is being collected with respect to participants receiving Supported Employment services, and the services themselves, there is no framework for the consistent collection of these data.**

- **Most organizations do not capture information in an automated format, but store it instead in client files. Therefore, the information is largely not accessible, or ready for reporting and analysis.**

8.4) Evaluation History:

Have Services Been Evaluated?

Eighty percent of all respondents reported that their Supported Employment services had been evaluated. This finding did not vary much by location.

CONCLUSION:

- **Service providers are receptive to undertaking program evaluations.**

Types Of Evaluations Undertaken:

Two-thirds of all respondents reported their Supported Employment services had undertaken outcome evaluations, process evaluations and evaluations of cost-effectiveness, while 60.0% reported their services had undertaken participant satisfaction evaluations, and half had undertaken analyzed program outputs (Figure 26). This information did not vary extensively by location.

Figure 26 If They Have Been Evaluated, What Types Of Studies Were Undertaken?

(N=20. Multiple responses are allowed.)

CONCLUSION:

- **There is no evidence of any consistency in evaluation methods or comprehensiveness across service providers.**

Most Evaluations Were Recently

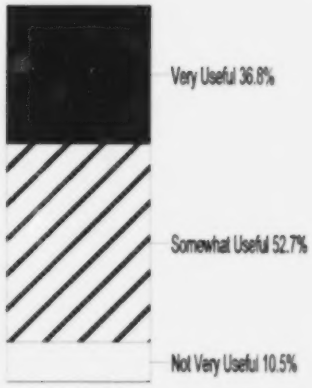
Undertaken:

Three-quarters of the services that had been evaluated had undertaken a study in the year 2000. This did not vary by location.

Most Evaluations Were Deemed Somewhat Useful:

The majority of respondents whose services had been evaluated felt that their evaluations had only been somewhat useful for their organizations. Of the remainder, one-third felt the evaluations had been very useful, and 10.5% felt they had not been very useful (Figure 27).

Figure 27 If An Evaluation Was Completed, How Useful Was It?



(N=19)

Urban respondents were more likely than rural respondents to feel that the evaluations had been very useful (45.5% compared with 25.0%).

CONCLUSION:

- **Based on these findings, it may be that service providers are finding the evaluations they undertake to be of relatively limited value either because they are not comprehensive enough, or because they do not answer the *right* questions.**

Next Evaluations Are Anticipated Within The Current Year:

The large majority of respondents who plan an evaluation reported that this would occur in the year 2001 (93.8%), with one respondent planning an evaluation in 2003.

Respondents Felt Evaluations Should Be Undertaken Annually:

When asked how frequently their services should be evaluated, the largest percentage of respondents (44.0%) reported that this should be an annual occurrence. Another 20.0% reported that evaluations should be undertaken every 5 years. Respondents from urban organizations were twice as likely than rural respondents to report that annual evaluations should be undertaken (57.1% compared with 27.3%).

RELATED RECOMMENDATIONS:

15) That the Departments jointly develop consistent standards regarding the types of evaluations they require of the services they fund (eg. outcome, satisfaction, process, outputs). All service providers should be fully aware of these requirements.

16) That Service providers be encouraged by their funding Departments to jointly define the primary questions that need to be addressed through an evaluation process, and to collect and analyze any additional measures they feel are important with respect to their organizations.

17) That the Departments include the

ten satisfaction and outcome measures identified through this Review as performance indicators to evaluate the effectiveness of their Supported Employment services.

18) That Supported Employment services provide their funders with evaluation findings, through a standardized format, as part of their ongoing reporting processes. These findings would be included in all reports to all Provincial funding sources.

19) That the Departments ensure that all service providers:

- *are aware of basic evaluation methods,*
- *are familiar with the performance measures tracked by the Departments, and the information required under the Service Purchase Agreements or Contracts,*
- *are using the standardized forms that will be used to track the abovenoted information, and*
- *have the resources to undertake evaluations (including personnel, hardware and software required for data capture and analysis).*

ORGANIZATIONS REPRESENTED AT THE SUPPORTED EMPLOYMENT WORKSHOP: OCTOBER, 2000

ACL - Beausejour

ACL - Manitoba

Altona & District Association For The Mentally Handicapped

Brandon RHA - Psychosocial Rehab. Prog.

Career Connections Inc.

Central RHA

Doray Enterprises Inc.

Eastman Employment Services

Eastside Thames - Hope Centre Inc.

Employment Dimensions

Family Services

Focus On Employment Inc.

Frontier Trading Company Sports and Services

Hope Centre Inc.-Proactive Employment & Community Connections

Human Resources Development Canada (HRDC)

Interlake ACL: Interlake Employment Services

Interlake Regional Health Authority

Manitoba Education, Training & Youth

Manitoba Family Services & Housing

Manitoba Health

Network South Enterprises Inc.

New Directions

North Eastman Regional Health Authority

Opportunities For Independence, Inc.

Parkland Job Opportunity Centre

Parkland Residential & Vocational Services Inc.

The Pas Association For Human Development

Pelican Lake Centre

Premier Personnel

St.James-Assiniboia Industries Inc.

S.A.M. Supported Employment & Placement Services

S.C.O.P.E. Incorporated

SAIR Centre Of Learning

Sara Riel Inc.

SCE LifeWorks

Selkirk Supported Employment Network

Society For Manitobans With Disabilities (SMD)

SMD: Thompson Supported Employment Program

SMD: Ethnocultural Program

Southwest Community Options Inc.

The Trainex Centre In.

TSEN - Transcona Springfield Employment Network

Valley Rehab Centre Inc.

Westman Coalition For Employment Opportunities

Work & Social Opportunities Inc (WASO)

RESPONDENTS TO THE DEVELOPMENT OF THE SUPPORTED EMPLOYMENT REVIEW SERVICE PROFILE

- Brandon Community Options
- Brandon Regional Health Authority
- Career Connections Inc.
- Cor Enterprises Inc
- Cornerstone Ent. Inc.
- DASCH Inc.
- Doray Enterprises Inc.
- Eastman Employment Services
- Employment Dimensions, Canadian Mental Health Association
- Employment Preparation Centre
- Focus on Employment Inc.
- Frontier Trading Co.
- Interlake Employment Services
- Interlake Regional Health Authority
- North Eastman Regional Health Authority
- Network South
- Parkland Regional Health Authority

- Parkland Residential & Vocational Services Inc.
- Premier Personnel
- Reaching E-Quality Employment Services
- ROSE Inc.
- S.A.M. Inc
- S.S.C.O.P.E.
- Sair Centre of Learning
- Sara Riel Inc - Partnerships for Employment
- Sara Riel Inc - Work Placement
- SCE LifeWorks
- Selkirk Supported Employment Services
- St. James - Assiniboia Industries Inc.
- The Association for Community Living-Beausejour Branch
- The Trainex Centre Inc.
- Thompson Supported Employment Program
- Touchwood Park Association Inc.
- Valley Rehab. Centre Inc.
- Versatech Industries Inc.
- WASO, Inc.
- Wesman Community Living
- Westman Coalition For Employment Opportunities